



# CALL TO DUTY

## BOOTS ON THE GROUND

### ARMY LEADERS FOR THE 21ST CENTURY



Final Report  
NOVEMBER 2006

Headquarters, Department of the Army  
Deputy Chief of Staff, G-3/5/7  
Washington, DC



## ROAD MAP

This is the final report of the Army's Review of Education, Training and Assignments for Leaders (RETAL), conducted during September through June of 2006. The report provides an overview of the purpose for the review, the review process, as well as, a report on each leader cohort (civilian, noncommissioned officer and officer). It also includes recommendations that will transform the Army's current leader development program to produce the *pentathlete* leaders of tomorrow. The remaining, revalidated recommendations from the Army Training and Leader Development (ATLD) Plan will be integrated into the RETAL Task Force's recommendations, and implemented via the Army Leaders for the 21<sup>st</sup> Century (AL 21) Implementation Guidance.

Review of Education, Training and Assignments for Leaders (RETAL)

Current Army Leader Capability (2005-2006)

Future Army Leader Capability (2025)

Road Map (How We Will Get There)

Capability Gap (Resource Requirement)

Conclusion

### Appendixes:

- A – Army *Pentathlete* Leader Model and Definition
- B – Civilian Team Report
- C – Noncommissioned Officer Team Report
- D – Officer Team Report



## Review of Education, Training and Assignments for Leaders (RETAL)

In December 2004, the Secretary of the Army Transition Team's (SATT) Leadership and Culture panel conducted an assessment to determine if the Army's leadership and culture are aligned with the objective realities of the 21<sup>st</sup> Century security environment, and if leadership programs are effectively developing the type of leaders needed to succeed in that environment. Based on the panel's finding, the SATT tasked the Headquarters, Department of the Army Staff (HQDA) to: (1) Align policies, programs, systems and procedures to realize the Army Vision; (2) Execute a comprehensive review of education, training and assignments for leaders; and (3) Explore the feasibility of merging Army military and civilian executive personnel systems and develop an appropriate recommendation.

On 6 July 2005, Headquarters, Department of the Army (HQDA) established the Review of Education, Training and Assignments for Leaders Task Force (RETAL TF) to answer the central question, "How should the Army develop its military and civilian leaders, who will serve in both operational and institutional capacities, to become *pentathletes* needed to operate and win in this new environment [21st Century national security environment]?"

The RETAL TF developed the Army *Pentathlete* Leader model that is displayed in appendix A. Through a wide-ranging review, the task force focused on leveraging the flexibilities of the DOD Human Capital Strategy and the National Security Personnel System to support and enhance the overall leader development process, and the capabilities of each leader cohort (civilian, noncommissioned officer and officer).

In accordance with its charter, the Task Force was to recommend issues for continuity and change for the Army to best train, develop and assign military and civilian leaders able to accomplish the missions required among the complexities and challenges of the 21<sup>st</sup> century national security environment. It was also tasked to:

- Identify the skills and attributes of the 21st Century Pentathlete based on Secretary of the Army and Chief of Staff Vision.
- Analyze existing Army policies and programs to identify gaps, irrelevancies, inconsistencies, and redundancies.
- Recognize the successful elements of our current policies and programs, being done to standard, which must be sustained.
- Recommend deletions, additions and modifications to existing education, training, and assignment policies and programs to provide for the optimal developmental continuum.
- Present recommendations for approval to the Secretary and Chief of Staff, Army.
- Integrate approved recommended resource requirements into the PPBE guidance.

1. **Organization.** The Principal Deputy Assistant Secretary of the Army (PDASA (M&RA)), Mr. Daniel Denning, and the Deputy Chief of Staff (DCS) G-3/5/7, Lieutenant General James J. Lovelace, co-chaired the task force. General (Retired) Frederick M. Franks, Jr., served as the Senior Mentor to the task force. The co-chairs reported



directly to the Secretary of the Army (SA) and the Chief of Staff of the Army (CSA). Under the overall direction of the co-chairs, three teams conducted in-depth reviews relative to the civilian, noncommissioned officer and officer leader cohorts. The remaining team was a "Red" Team, which functioned to challenge the thoughts, ideas and recommendations of the other teams, and provided research material to help inform the collective review. The team leaders were as follows:

#### RETAL Team

Civilian Team Leader  
Noncommissioned Officer Team Leader  
Officer Team Leader  
Red Team Leader

#### RETAL Team Leader

Ms. Vicky Jefferis, G-8 FORSCOM  
CSM John Sparks, CSM TRADOC  
MG David H. Huntoon Jr., CMDT USAWC  
COL Thomas Kolditz, USMA

## 2. Concept of Operations.

a. Mission. Recommend issues for continuity and change so that the US Army can best train, develop, and assign military and civilian leaders able to accomplish the missions required among the complexities and challenges of the 21st Century national security environment.

b. Intent. Develop the skills and attributes required of *pentathlete* Soldier and civilian professionals, capable of accomplishing the Army's primary mission of fighting and winning the Nation's wars in support of the National Security Strategy, and simultaneously transform the Army.

c. Three RETAL teams - civilian, noncommissioned officer and officer - operated independently of one another to recommend how to develop Army "pentathletes," focused on their respective leader cohorts. The teams reviewed literature (existing surveys, study reports, leader development research, and Army/DOD policy and guidance); conducted interviews (senior Army leaders, action officers at Army Commands (ACOM)/Army Service Component Command (ASCC)/Direct Reporting Units (DRU), and with industry); and examined leader development programs (DOD Services, other government agencies, and industry).

### Current Army Leader Capability (2005-2006)

3. Our current process of training, education and experience has developed leaders of character, who have proven to be innovative and adaptive on today's battlefield, both in combat as well as in stability and reconstruction operations. Modern warfare will continue to present increasingly more demanding challenges – beyond those traditionally thought to be of a military nature. Thus, we must leverage the unique skill sets resident in our civilian workforce to achieve desired operation and strategic objectives to best serve the Nation. Future programs must develop versatile leaders with the skills and experiences needed to succeed in evolving military, civil-military, and business enterprise settings – that will require leaders to develop solutions while operating amidst increasing complexity.



Today's military leaders have displayed distinguished and successful leadership; however, due to the nature of the terrorist attacks on 11 SEP 01, our leader competencies must change to help counter the nature of the threat to our national security environment. Since 2003, the Army has been implementing leader development recommendations from the Army Training and Leader Development (ATLD) Panels. Because the ATLD studies were primarily conducted prior to 11 SEP 01, the SA and CSA directed the RETAL to ensure that the leader development process is capable of producing the right kind of leaders for the 21<sup>st</sup> century. Each RETAL team reviewed and subsumed the ATLD actions into its recommendations.



## Future Army Leader Capability (2025)

### The Pentathlete – Growing Army Leaders in the 21<sup>st</sup> Century

4. The current Leadership Development Model is effective and provides agile, innovative leaders successfully leading the global war against terrorism; however, it has not kept pace with change. The increasing professionalism of the NCO Corps, the expanding role of civilians, and the challenges in resourcing the force requires developing more adaptive leaders and human capital initiatives. To best develop the *pentathletes* required to operate confidently and effectively amidst the complexities and challenges of the 21<sup>st</sup> Century national security environment, while simultaneously leading Army Transformation, will require:

- multi-skilled leaders with 21<sup>st</sup> Century leader attributes – *Pentathlete* (attachment A);
- leader development programs for our noncommissioned officers, officers/warrant



officers and civilians that “grow” Army Leaders for the 21st Century;

As the world has become increasingly more complex, the demands on existing and future leaders have also become more complex. Thus, leader development programs are integral to the long-term success of enterprise management. Tomorrow’s leaders must become more competent to effectively cope with steadily increasing complexity and must be capable of surpassing the competencies of today’s counterparts.

The *Pentathlete* leader – a metaphor for the kind leader the Army requires – will be well versed in a range of areas, not just one discipline. The modern pentathlon athletic event features five disciplines: (1) shooting, (2) cross-country running, (3) swimming, (4) riding and (5) fencing. To be successful, athletes must be proficient in all disciplines. Similarly, Army leaders (military and civilian) must be proficient in the skill sets they will need to be successful amidst the complexity inherent to current and future challenges. They must be motivated, educated and ultimately, prepared to demonstrate versatility and intellectual agility while serving as leaders – not just in shooting or running, but in all of the disciplines they will be required to master. The components of the identity of Army Pentathletes are:

- a. Warrior Leaders (Soldiers) or accomplished professionals (civilians). Warrior leaders command and support Soldiers in peace and in the full spectrum of conflict, while accomplished civilian professionals manage and operate many aspects of Soldier support systems. Both groups of leaders contribute to providing effective land forces to the combatant commanders for our America’s defense. Innovative and adaptive in execution, they adhere to a unique ethic: Soldiers personify the Warrior Ethos of placing mission first, never quitting and never accepting defeat; whereas civilians personify the Civilian Corps Creed of always supporting the mission and providing stability and continuity during war and peace. *Pentathlete* leaders constantly sharpen their tactical/technical/functional proficiency through professional education and by dedication to life-long learning. A Warrior Leader’s way of life is a uniquely personal and professional calling.
- b. Strategic thinkers and confident/competent decision-makers who can adapt and take prudent risks in uncertain situations and ambiguous environments. They are capable of critically thinking through the second and third order effects of their actions, whether serving in combat, transforming the Army, or managing the business aspects of the Army.
- c. Business/enterprise managers who effectively lead, manage, and oversee change in large organizations; ensuring Soldiers and units are robustly supported in peace and conflict. They are ever mindful of the immense fiduciary responsibility they carry, one that maintains the trust between the Army and the American people.
- d. Team builders and leader developers, who help achieve the Army’s human capital strategy and accomplish the Army’s missions. These leaders create cohesion, build small group effectiveness, and develop leaders. As strategic leaders, they support the Army’s progressive and sequential leader development process – education, training and assignments – to help develop multi-skilled leaders, who possess a broad range of leader attributes.



e. Diplomats of the Army, who are skilled in governance, statesmanship and diplomacy. Leaders must display an adequate awareness of international politics in order to represent the Army in a positive manner.

f. Comfortably works across cultural boundaries, possesses cross-cultural savvy, and effectively communicates and operates within cultures where Army forces or capabilities are needed.

5. Army *pentathlete* characteristics are similar, but differ in focus between the leader cohorts:

a. *Civilian Pentathlete*: Personifies the Civilian Corps Creed in all aspects, from mission support to statesmanship to enterprise management. Provides the expertise and stability that mitigates the high turnover rate of military counterparts. Requires establishing an identity to prepare the civilian leader for an expanded role, caused by military to civilian conversions.

b. *NCO Pentathlete*: Personifies the Warrior Ethos from war fighting to ambassador to resource management. Enlisted leader grounded in heritage, values, and tradition that embodies the Warrior Ethos; champions continuous learning; and is capable of leading, training, and motivating Soldiers. An adaptive leader, who is proficient in joint and combined expeditionary warfare, and continuous/simultaneous full spectrum operations, and resilient to uncertain and ambiguous environments.

c. *Officer Pentathlete*: Personifies the Warrior Ethos from war fighting to statesmanship to enterprise management. Requires a broader identity to more fully develop mental agility, cross-cultural awareness, governance and enterprise management/strategic leadership skills.

## Road Map (How We Will Get There)

### Recommendations to Transform the Leader Development Process

The following identifies the RETAL teams' recommendations to develop the Army leaders for the 21<sup>st</sup> century. This is an overview of the recommendations. Detailed recommendations are provided at appendix B in the quad charts of the team reports.

#### 6. **Civilians...CREATE**

- a) Establish an Identity
- b) Establish a Civilian Corps Development System (CCDS) and Civilian Corps Management System (CCMS)
- c) Make the investment in Civilian Leader Development

#### 7. **Non Commissioned Officers...EXPAND**

- a) Conduct a study to determine how the Army can maximize the utilization of the NCO while retaining the NCO Pentathlete

- b) Develop a comprehensive learning strategy with a life long learning approach
- c) Integrate and synchronize distributed learning under a virtual "Warrior University"

8. **Officers...ADJUST**

- a) Expand competency to full spectrum ... broaden non-kinetic expertise
- b) Broaden to a full spectrum culture
- c) Address gaps: mental agility, cultural awareness, governance, enterprise management/strategic leadership

### Capability Gap (Resource Requirement)

9. The resources required to execute the recommendations must be clearly stated by MDEP for FY 06, FY 07 and POM 08-13.

a) Identify and program (request) funding required to implement the recommendations. Link requirements to actions required and associated milestones.

b) Develop detailed resource worksheets for each recommendation that requires funding, which will provide the fidelity to and support the overall cost analysis.

c) Develop requested requirements in sufficient detail to compete in the PPBE process.

d) Seek additional funding through the normal capability gap process, formerly known as the unfunded or unfinanced requirement (UFR) process.

e) Review appropriate guidance memorandums to assist in developing funding levels for the recommendations.

f) Resource intensive recommendations will be presented to the leadership with multiple courses of action (COA), each having applicable resource requirements identified.

### Conclusion

10. The Army's current leader development model is effective and provides adaptive, innovative leaders, who are successfully prosecuting the Global War on Terrorism. However, Army Transformation and the challenges of the 21st Century Security Environment require:

Multi-skilled leaders with 21st Century leader attributes – *Pentathletes*. Updated leader development programs for our NCOs, officers (including warrant officers) and civilians that "grow" Army leaders for the 21st Century.

The RETAL TF met the Army leadership's intent of determining how to develop our military and civilian leaders to serve in both operational and institutional capacities and become the *pentathletes* needed to operate and win in the future. All Soldiers and



civilians will not become *pentathletes*; however, our goal is to ensure that every military and civilian leader acquires the characteristics and competencies to achieve *pentathlete* status – leaders, whose versatility and athleticism - qualities that reflect the essence of our Army - will enable them to learn and adapt in ambiguous situations in a constantly evolving environment (Source: 2006 Game Plan).

The outcome of the review confirmed that the officer leader development process requires a paradigm shift to address current shortfalls in specific skills that are needed to prepare them for full spectrum operations. NCO development must change by developing a comprehensive learning strategy and a life-long learning approach that will accommodate their expanded leadership role. Because civilian leader development is significantly less established than for the other leader cohorts, it requires creating new initiatives that will give the Civilian Corps a unique identity, plus establish a management system (CCMS) and a development system (CCDS) for the Civilian Corps that will. These civilian corps initiatives will complement the DOD Human Capital Strategy and the National Security Personnel System, and over time, will achieve: competency-based occupational planning, performance-based management, and enhanced opportunities for personal and professional growth.

11. An Evolving Review Process. Although the RETAL TF has completed its review, it is important for the Army to retain the ability to periodically review the education, training and assignments process. Therefore, HQDA will institutionalize the review process in order to leverage the benefits derived there from. In accordance with the existing management control process, the Lead Agents, the Army G-3/5/7 and G-1 will collaboratively track the progress of recommended actions. This will be an iterative process of assessing, evaluating and adjusting to ensure the leader development capability keeps pace with the COE.

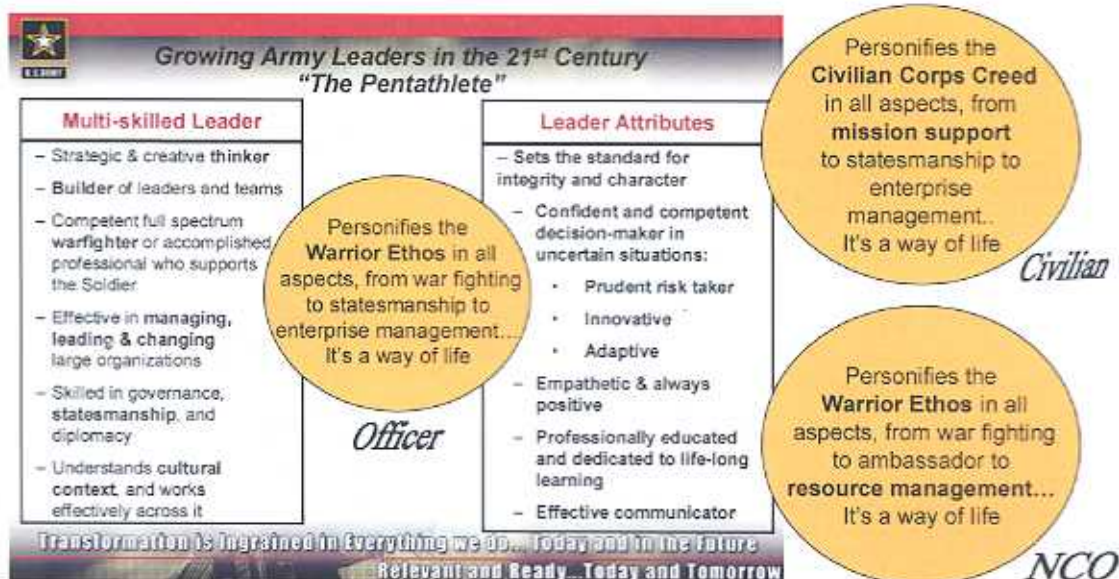


## Appendix A – Army *Pentathlete* Leader Model and Definition



### Review of Education, Training and Assignments for Leaders (RETAL)

## Officer, NCO, and Civilian *Pentathletes*





## Army Leader *Pentathlete* Definition

***Pentathlete*** -- A military or Army civilian leader, who possesses a specific set of skills and leader attributes. The *pentathlete* personifies the Warrior Ethos/ Civilian Corps Creed in all aspects – from war fighting to statesmanship to enterprise management (Officer *Pentathlete*); from mission support to statesmanship to enterprise management (Civilian *Pentathlete*); from war fighting to ambassador to resource management (Noncommissioned Officer *Pentathlete*) – and espouses the Army Values... It's a way of life.

The *pentathlete* will be proficient in the following leader skills:

- Strategic and creative **thinker**
- **Builder** of leaders and teams
- Competent full spectrum **warfighter** or **accomplished professional** who supports the Soldier
- Effective in **managing, leading and changing** large organizations
- Skilled in governance, **statesmanship**, and diplomacy
- Understands **cultural context**, and works effectively across it

The *pentathlete* will possess the following leader attributes:

- **Sets the standard** for integrity and character
- **Confident and competent** decision-maker in uncertain situations:
  - **Prudent risk-taker**
  - **Innovative**
  - **Adaptive**
  - **Accountable \***
- **Empathetic** and always positive
- **Professionally educated** and dedicated to **life-long learning**
- **Effective communicator**

\* Added by the Secretary of the Army and Chief of Staff of the Army subsequent to the RETAL Task Force's review.



Appendix B – RETAL Civilian Team Report

Appendix C – RETAL Noncommissioned Officer Team Report

Appendix D – RETAL Officer Team Report